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State of Montana

GOVERNOR'S EMPLOYMENT AND TRAINING COUNCIL

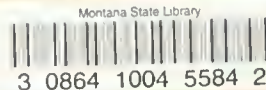
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Annual Report
of the Services Committee
to the Governor of Montana
Fiscal Year 1978

*Summary of activities conducted under the Comprehensive Employment
and Training Act*



THE HONORABLE THOMAS L. JUDGE
Governor of Montana

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January 31, 1979

*Labor assures not only individual survival,
but the life of the species.
Work and its product, the human artifact,
bestow a measure of permanence and durability
upon the futility of mortal life
and the fleeting character of man.*

*--Hannah Arendt
The Human Condition*

*Think of the therapeutic value of real work;
think of its educational value.
No one would then want to raise the school-leaving age
or to lower the retirement age,
so as to keep people off the labour market.
Everybody would be welcome to lend a hand.
Everybody would be admitted to what is now the
rarest privilege,
the opportunity of working usefully, creatively,
in his own time, at his own pace
-- and with excellent tools.*

*--E. F. Schumacher
Small is Beautiful*

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Introduction

The work of our hands and the labor of our bodies have, throughout human history, been essential to survival and to the creation of civilization. Work produces the goods and services necessary to existence and, at its best, offers a chance to develop individual potential.

Unfortunately, opportunities for work are currently not available to everyone. Unemployment is a major problem in this country, and Montana is no exception. In October of 1978, at the beginning of the federal fiscal year, more than 17,000 Montanans were unemployed, looking for work. In addition to these individuals, more than 100,000 Montanans are currently con-

sidered economically disadvantaged according to federal income guidelines.

Perhaps the major employment problem facing Montana stems from the fact that three of the state's primary industries, agriculture, lumber and tourism, are seasonal in nature. This produces a high percentage of unemployment during the winter months, and the problem is compounded by the low wages and lack of fringe benefits traditionally paid to seasonal workers. While a major thrust of employment and training programs in Montana continues to be toward overcoming structural barriers to employment, the seasonal nature of much of Montana's economy necessitates

devoting a significant proportion of federal and state resources to countercyclical employment.

The Comprehensive Employment and Training Act (CETA) of 1973 represents a concerted effort on the part of the federal government to reduce substantially, if not ultimately to eliminate, unemployment. It provides job training and employment opportunities for unemployed, underemployed and economically disadvantaged people through a decentralized system of federal, state and local programs.

The Governor's Employment and Training Council (GETC) administers CETA in Montana through the Employment and Training Division of the Department of Labor and Industry. The Council assists and advises the Governor, who is the CETA prime sponsor or recipient of federal funds, in formulating policy and setting priorities with regard to implementation of CETA programs in the state. GETC in turn contracts with various state and local agencies to operate programs throughout Montana.

The Council is divided into the Planning Committee and the Services Committee. Both committees review and propose modifications to the Comprehensive Employment and Training Plans of the prime sponsor. The Planning Committee also acts as an information coordinating network,



preparing the information necessary for the prime sponsor to administer CETA. The Services Committee reviews GETC's annual report to the Governor and accompanies Employment and Training Division staff on on-site evaluations of CETA programs in Montana.

The six-county area of Silver Bow, Deer Lodge, Lewis and Clark, Jefferson, Broadwater and Meagher Counties has been designated by the federal government as a specific rural target area for CETA, to be served by the Concentrated Employment Program (CEP). Additional federal funds are made available for this program. The purpose of CEP is to coordinate CETA training programs within this area and to offer personal and individual assistance to participants from the time they enroll until they are successfully placed in unsubsidized employment. The private sector is actively involved in CEP in order to facilitate this placement.

Special federal funding is also available under CETA for programs designed specifically to serve Native Americans. In Montana, the seven Indian reservations and the Montana United Indian Association act as prime sponsors for these programs.

Programs sanctioned under the Comprehensive Employment and Training Act provide employment and training for unemployed, underemployed and economically



disadvantaged persons. These programs entail some form of training or work experience that is of permanent benefit to the participant and increase overall career opportunities. Wherever feasible, CETA programs are designed to enable the participant to move into permanent employment, not subsidized by this Act, as a direct result of training or experience received under CETA.

Many of these programs provide needed public services in such fields as conservation and community improvement, while others in the private sector help



businessmen as well as participants by providing training and work experience to otherwise unskilled, inexperienced employees. Individual programs are operated by various state and local agencies through subgrants with the Governor's Employment and Training Council.

CETA is designed to serve people who are extremely economically disadvantaged and/or who have been unemployed for a long period of time. Many of the participants have little or no stable work history and are considered almost unemployable based on their skill levels when

they enroll in CETA programs. In order to help these people succeed at a career, it is necessary to do more than to give them temporary work or highly specific skills. Instead, it is necessary in many cases to offer the participant a significant amount of varied services and training in order for him/her to be able to succeed in training and in employment upon completion of training.

To complement the various employment and training programs offered under CETA, the law provides for related services to program participants. These are designed to publicize the programs, to aid in their ef-

fective implementation and to facilitate participation by individuals whose circumstances might otherwise prevent them from participating. These services include counseling, orientation, transportation, child care, residential support and legal assistance. Participants may continue to receive services for up to thirty days after completion of a CETA program and placement in other employment. Program operators for these services are the Human Resources Division of the Department of Community Affairs and the Employment Security Division of the Department of Labor and Industry.

The Governor's Employment and Training Council administers CETA programs in Montana under three general headings: Job Training (Title I of CETA), Public Service Employment (Titles II, VI and VI A) and Youth Programs (Title III). Title III of CETA also includes other target groups, such as Native Americans and veterans. GETC administers the Help through Industry Retraining and Employment (HIRE) program for veterans under this title, as well as the Skill Training Improvement Program (STIP), which is designed to meet private industry's needs for employees with specific, highly specialized skills.





PARTICIPANT STATISTICS

FISCAL YEAR 1978

PROGRAMS	TOTAL ENROLLED	COMPLETED TRAINING	ENTERED EMPLOYMENT	PLACEMENT RATE
Job Training Programs	3,636	3,070	1,447	47%
Public Service Employment Programs	6,341	4,720	1,581	34%
Youth Programs	4,726	3,993	238*	N/A
Concentrated Employment Program	1,144	941	570	61%
TOTAL	15,847	12,724	3,836	41%

*An additional 3,224 youth returned to school upon completion of their CETA participation.

Summary of Fiscal Year 1978 Activities

During the federal fiscal year 1978, which ran from October 1, 1977 through September 30, 1978, a total of 15,847 Montanans participated in one or more CETA training, work experience or public service employment program. In addition to giving these people the skills necessary to find meaningful work and to

actively contribute to society, CETA contributed \$27,848,912 to Montana's economy during FY 1978, at an average cost of \$1,750 per participant served. Thus, not only did CETA reduce the unemployment rosters, it provided an economic stimulus to Montana of almost \$30 million. Upon completion of their CETA



training, 41% of the participants entered full-time, unsubsidized employment.

In Montana last year, 96% of the people served by CETA were considered economically disadvantaged according to federal poverty guidelines. This compares with a national average of less than 80% of the participants being so classified. In an attempt to direct CETA resources to those who need them most, new federal regulations require all CETA participants to meet these guidelines. Unfortunately, there are only enough resources to serve about 10% of those eligible for CETA, thus it is necessary to target the most disadvantaged.

TOTAL PROGRAMMATIC EXPENDITURES

FISCAL YEAR 1978

TITLE	PROGRAM	TOTAL EXPENDED
I	Job Training Programs	\$ 5,366,154
II, VI, VI A	Public Service Employment Programs	18,782,762
III	Youth Employment Programs	3,255,481
III	STIP	97,101
III	HIRE	65,414
I	CEP	282,000
TOTAL		<u>\$ 27,848,912</u>

Job Training Programs

The following programs were conducted in Montana during FY 1978 under Title I: On-the-Job Training, Classroom Training, Adult Work Experience and In-school Youth Work Experience.

Title I money also went to equal employment opportunity compliance monitoring of CETA programs and to services, including the World of Work program, a general orientation to the working environment.

The following table lists the special target groups, or significant segments, served by CETA Title I during FY 1978, along with the planned and actual number of participants:

SIGNIFICANT SEGMENTS	PLANNED	ACTUAL
Vietnam Era Veterans ¹	273	249
Youth	1,020	2,115
Older Workers	336	138
Migrant/Seasonal Farmworkers	175	51
Women	1,665	1,921
Head of Household	2,585	2,591
Minorities	438	588
Offenders	219	356
Handicapped/Disabled Veterans	307	766

¹ Vietnam Era Veterans - a veteran who: is 34 years of age or under at the time of application to the program; served in the armed forces between August 5, 1964 and May 7, 1975, inclusive; and received other than a dishonorable discharge.



There has been noticeable improvement in service to minorities under Title I, an increase of almost eight-fold from 75 participants in FY 1977 to 588 in FY 1978. The number of handicapped participants, including disabled veterans,



The following table lists all programs and activities under Title I during FY 1978:

ACTIVITY	PROGRAM OPERATOR	TOTAL EXPENDED	ACTIVITY	PROGRAM OPERATOR	TOTAL EXPENDED
On-the-Job Training (OJT)	Employment Security Division	\$ 609,224	EEO Compliance	Human Rights Division	31,500
Classroom Training (CRT)	Employment Security Division	1,645,223	CRT/OJT (in the CEP area)	Concentrated Employment Program	282,000
Classroom Training	Office of Public Instruction	717,056	Native American Talent Bank	Employment Security Division	881
Adult Work Experience	Employment Security Division	520,638	Institutional Youth	Human Resources Division	47,305
Services	Employment Security Division	1,033,697	<u>GOVERNOR'S GRANT</u>		
Services	Office of Public Instruction	104,056	Adult Basic Education	Office of Public Instruction	170,335
In-school Youth Work Experience	Human Resources Division	486,239	TOTAL		\$5,648,154

increased from 600 in FY 1977 to 766 in FY 1978. The number of women and youth served under Title I also increased over last year's figures.

The number of offenders served almost doubled, from 188 in FY 1977 to 356 in FY 1978. This increase is largely because of a new World of Work program begun at Montana State Prison at Deer Lodge in January, 1978. The purpose of this program is to orient the participants to the

working environment, concentrating on skills, techniques and working habits necessary to secure and retain employment, upon parole or completion of sentence. Inmates who are close to being released or paroled are eligible for this program.

A chronic problem in overcoming Montana's employment problems is the size of the state, the fourth largest in area in the United States and one of the least densely populated. Such factors

make it difficult to serve the outlying rural areas that constitute the bulk of the state. One attempt to overcome this problem is the Mobile World of Work unit, a program begun in 1977 and continued this year. This unit travels through eastern Montana, bringing a general orientation to the work environment to CETA participants in smaller communities who otherwise might not be served by World of Work programs.

Public Service Employment Programs

CETA Public Service Employment (PSE) is designed to provide transitional employment to economically disadvantaged, unemployed and underemployed individuals. These jobs must be in the area of public service and must provide a benefit to the community or state. Because the emphasis is on transitional employment, the maximum duration for PSE jobs is one year.

Titles VI and VI A are intended to counteract cyclical or seasonal unemployment while Title II is designed to serve the structurally unemployed, i.e., those who have trouble finding work because of lack of skill or experience. Title VI A provides for PSE projects. In addition to providing transitional employment and having a maximum duration of one year, these projects must have a specific product that is of public benefit.

Under Title VI, increased outreach and service to women is demonstrated by the larger number of females served. In FY 1977, 1,072 women were enrolled under this title; in FY 1978 this increased to 1,759. As with Title I, Title VI also shows noticeable improvement in service to minorities. Last year, 377 minority individuals participated in Title VI: this almost doubled to 647 in

The following table lists all CETA Public Service Employment Programs in Montana during FY 1978:

TITLE	PROGRAM OPERATOR	NUMBER OF PARTICIPANTS	TOTAL EXPENDED
II	City of Great Falls	72	\$ 262,433
II	Missoula County	142	426,749
II	Employment Security Division (Balance of State)	1,077	3,668,829
II	SUBTOTAL	<u>1,291</u>	<u>\$4,358,011</u>
VI	City of Great Falls	148	\$ 390,273
VI	Missoula County	197	912,740
VI	Employment Security Division (B.O.S.)	2,126	6,714,754
VI	SUBTOTAL	<u>2,471</u>	<u>\$8,017,767</u>
VIA	City of Great Falls	162	\$ 626,961
VIA	Missoula County	113	330,824
VIA	Employment Security Division (B.O.S.)	2,277	5,449,199
VIA	SUBTOTAL	<u>2,552</u>	<u>\$6,406,984</u>
Total, ALL PSE TITLES		6,314	\$18,782,762

FY 1978. There was also a significant increase in the number of economically disadvantaged individuals served, from 2,860 in FY 1977 to 4,653 in FY 1978.

Efforts were made during FY 1978 to visit as many Title VI projects as possible. Throughout the year, more than 50 of the projects were observed through

The following table lists the special target groups or significant segments, served by CETA Public Service Employment during FY 1978, along with the planned and actual number of participants:

SIGNIFICANT SEGMENTS	TITLE II		TITLE VI	
	PLANNED	ACTUAL	PLANNED	ACTUAL
Special Veterans ¹	184	41	720	156
Other Veterans	300	241	1,530	951
Older Workers	123	144	417	533
Migrant/Seasonal Farmworkers	20	15	101	83
Women	545	494	1,379	1,759
Minorities	120	111	535	647
Handicapped	194	206	600	753
Former Manpower Trainee ²	150	170	600	773
Welfare Recipient ³	180	197	706	848
Economically Disadvantaged	1,160	1,177	3,801	4,653

- 1 Special veteran - a veteran who served in Indochina or Korea, including the waters adjacent thereto, between August 5, 1964 and May 7, 1975, inclusive; and received other than a dishonorable discharge.
- 2 Former Manpower Trainee - one who has received training from a federally funded manpower program within the last five years.
- 3 Welfare recipient - a person who was receiving welfare payments prior to CETA training.



on-site visitations. In almost every case the projects were found to be fulfilling all objectives stated in the proposal, progressing on schedule and in general providing meaningful employment to the participants. Of the PSE participants interviewed during the course of the year, more than 85% indicated they were learning or developing new skills as a result of working with CETA public service employment.



Youth Employment Programs

The following youth programs were conducted in Montana under Title III during FY 1978: Youth Employment and Training Program (YETP), Classroom Training, Summer Program for Economically Disadvantaged Youth (SPEDY), Youth Community Conservation and Improvement Projects (YCCIP), Youth Employment Service and a special project for unmarried teenage mothers, operated through

the Florence Crittenton Home in Helena.

The Crittenton project provides counseling and placement in an On-the-Job Training program for up to ten girls at a time. Each participant is required to attend school or to work on her equivalency diploma while in the program. Wages earned under the OJT program supplement welfare assistance and help the parti-

The following tables list the special target groups, or significant segments, served by CETA Title III youth programs during FY 1978:

<u>SPEDY</u>		
Significant Segment	Planned	Actual
Male	1,398	1,111
Female	1,192	1,010
Handicapped	51	53
Minority	336	427
Age:		
14-15	984	967
16	699	527
17-18	751	531
19-21	156	95

<u>YCCIP</u>		
Significant Segment	Planned	Actual
Male	130	144
Female	110	86
Economically Disadvantaged	240	230
Age:		
16	89	105
17	48	66
18	43	25
19	60	8

<u>Governor's Grant</u>		
Significant Segment	Planned	Actual
Male	0	0
Female	4	0
Age 14-18	4	0

<u>YETP</u>		
Significant Segment	Planned	Actual
Male	810	1,056
Female	690	963
Handicapped	75	49
Minority	195	398
Offenders	75	142
Youth	1,500	2,019
Age:		
14-15	300	869
16	495	524
17-19	585	607
20-21	120	60

cipants meet new expenses such as child care, food and rent.

Under the supervision of a PSE participant and artist, YCCIP participants from Willow Creek, Manhattan and Wilsall designed and painted large public murals. These projects, which often had an historic theme, generated much enthusiasm among participants as well as community residents in general. The youth, who did the actual design and painting of the murals, gained much of the historical background information for the murals by talking with older residents and studying their collections of old newspapers and photographs.



Female participation in Title III youth programs increased considerably, from 1,160 in FY 1977 to 2,059 in FY 1978. Service to minorities increased by more than 50%, from 500 in FY 1977 to 825 in FY 1978. The number of handicapped participants increased from 64 to 102.

A four-week Journalism Workshop in Missoula provided an opportunity for eight SPEDY participants to develop basic journalism skills and to learn the use of radio and television equipment. The project, run in conjunction with the University of Montana School of Journalism, also

exposed the youth to the variety of career options available in journalism and related fields. During the last two weeks of the program, participants wrote, filmed, edited and produced several television public service announcements explaining what summer CETA youth programs are available and how to apply.

The following table lists all Title III youth programs in Montana during FY 1978:

ACTIVITY	PROGRAM OPERATOR	NUMBER OF PARTICIPANTS	TOTAL EXPENDED
YETP	Office of Public Instruction		\$ 97,510
YETP	Human Resources Division	2,109	847,306
Classroom Training	Office of Public Instruction		849
Classroom Training	Employment Security Division		7,770
SPEDY	Human Resources Division	2,121	2,059,017
YCCIP	Human Resources Division	230	207,127
<u>GOVERNOR'S GRANT:</u>			
YES	Employment Security Division		8,750
Florence Crittenton Home		2	7,445
Field Learning	Great Falls Public School District #1		19,707
TOTAL			\$3,255,481

STIP and HIRE

In addition to youth programs, two special adult training programs were conducted in Montana under Title III. The Skill Training Improvement Program (STIP) is designed to meet private industry's need for employees with specific, highly specialized skills, while the Help through Industry Retraining and Employment (HIRE) program is an On-the-Job Training program designed for veterans.

In addition to meeting industry's need for skilled workers, STIP is also designed to:

- improve the quality and increase the level of skill training provided under CETA;
- provide training and career opportunities to low-income, un-

employed workers, especially to those displaced because of technological change and to workers with obsolete or inadequate skills; and
-increase private sector participation in the design and operation of employment and training programs.

STIP is designed for jobs that require at least six months training, which may include on-the-job and classroom training. In view of the need to improve the skills of currently employed workers, prime sponsors may consider providing upgrade training to persons employed by private employers. No STIP upgrade programs were run in Montana last year. Regular STIP courses included diesel

mechanics, instrument mechanics and laboratory technician training.

The HIRE program enables veterans to learn, in a working environment, skills associated with a specific job. An employer who accepts a HIRE participant trains the individual for a set period of time, agreeing to make a "good faith" effort to hire the participant upon successful completion of training. At the end of the training period the employer is reimbursed by CETA funds for up to 50% of the employee's wages during the training period.

HIRE is a major part of President Carter's Economic Stimulus package and has received support from industry, labor, veterans organizations and the National Alliance of Businessmen. It runs from October 1, 1978 to May 31, 1979, at a planned cost of \$360,677.

Concentrated Employment Program

The Concentrated Employment Program (CEP) operates in a six-county area of central Montana designated by the federal government as a specific rural target area for CETA. Silver Bow, Deer Lodge, Lewis and Clark, Jefferson, Broadwater and Meagher counties comprise the CEP area; the Employment Security Division operates job training programs in these counties.

Two job training programs, STIP and HIRE, are conducted under Title III. These programs continue into FY 1979:

ACTIVITY	PROGRAM OPERATOR	TOTAL EXPENDED
STIP	Employment Security Division	\$ 60,793
STIP	Great Falls School District I	34,408
STIP	Office of Public Instruction	1,900
HIRE	Employment Security Division	<u>65,414</u>
TOTAL		\$162,515

Special Activities

Affirmative Action

Six CETA subgrants were reviewed during FY 1978 to check for compliance with equal employment opportunity (EEO) guidelines. Substantial progress was noted in each case, and GETC is continuing to offer technical assistance to the subgrantees in implementation of EEO policies and procedures.

GETC monitors participant characteristics to ensure service to special target groups or significant segments. Staff and subgrantees are also monitored to determine whether they need technical assistance from GETC in effecting EEO policies. A formal complaint and grievance policy exists through GETC for CETA participants who believe they have been treated unfairly or discriminated against in violation of equal employment opportunity.

One-Percent Money

One percent of the Title I grant is available to GETC for administrative costs. Included in these costs were annual audits and contracts for state and national occupational information.



Vocational Education

During FY 1978, GETC worked closely with the Vocational-Technical Centers in Montana and with the Office of Public Instruction to provide vocational education to economically disadvantaged individuals in Montana. A total of \$1,323,797 in CETA funds went toward vocational education in the state in FY 1978.

State Occupational Information Coordinating Committee

The SOICC steering committee in Montana is composed of the directors of the Governor's Employment and Training Council, the Employment Security Division, the Office of Public Instruction and the Rehabilitative Services Division of the Department of Social and Rehabilitation

Field Learning Program

The field learning program was designed to award high school credit based on education CETA youth participants receive through work experience and vocational exploration. Funds have been made available statewide for eight school districts to hire individuals to coordinate CETA and school programs. A Field Learning Coordinator in Great Falls works closely with the local Human Resources Development Councils to select participants and to develop viable worksites. The coordinator also communicates with the local Job Service, where appropriate, to increase employment options for participants. School districts involved with this program include Kalispell, Missoula, Great Falls, Havre, Butte, Miles City and Glendive, as well as the Mountain View School for Girls in Helena.

Services. GETC acts as the fiscal agent for SOICC in Montana.

SOICC provides for the sharing of occupational data between the four agencies in order to improve planning and to reduce or eliminate duplication in programs among the agencies.

Cooperative Agreements

During FY 1978 GETC continued with two formal agreements to ensure cooperation in delivery of CETA programs in Montana. One agreement, between GETC, the Human Resources Division and the

Four-Percent Money

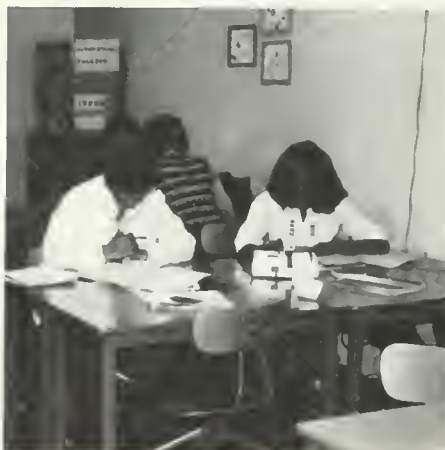
Up to four percent of the Title I grant was available to GETC for innovative projects and for research of ways CETA could be better used to meet Montana's current employment needs. Major expenditures under this category included centralized services, training, legal and consulting services, and contracted economic studies.

Annual Plan Review

In an attempt to improve employment and training programs in Montana, the Services Committee reviews the annual plans of the Employment Security Division, the Office of Public Instruction, the Department of Social and Rehabilitation Services and the Department of Community Affairs. This was accomplished in FY 1978 at the June meeting; this system was a great improvement over that of FY 1977, when plan reviews were spread throughout the year.

Employment Security Division, ensured cooperation in the delivery of CETA youth and migrant/seasonal farmworker programs. Another such agreement, with the Concentrated Employment Program (CEP), allowed GETC to operate youth programs and public service employment programs within the CEP area.

GETC signed a local education agreement in FY 1978 with the Human Resources Division and several school districts across the state. This agreement laid the groundwork for the Field Learning Program, which is to take place during FY 1979 and which will provide academic credit for education received during participation in certain CETA youth programs.



Tape Match System

The Governor's Employment and Training Council, in conjunction with the State Occupational Information Coordinating Committee, designed and implemented a computerized file matching system, "Tape Match", to provide reports of individuals who appear on more than one data file. The intent of the program is to provide long-term follow-up information on individuals who have completed, or terminated, CETA programs.

The CETA follow-up information is obtained by matching the social security numbers of program participants found on a series of tapes. The first tape contains a file of selected participants that have been terminated from CETA. The second may contain information on unemployment insurance contributions or applications for unemployment insurance. By matching these tapes, it is possible to obtain information concerning the wage status of former CETA participants, and whether they have filed for or drawn unemployment since their termination from CETA training. This information enables GETC to perform more long-range follow-up evaluation on the effects of CETA training, thus providing a tool by which the program can be improved in the future.

Management Information System

Montana developed one of the first computerized systems in the country for keeping track of CETA participants. The Management Information System (MIS) was developed by GETC in 1975 as a means of ensuring that those participating in CETA programs in Montana were eligible according to federal guidelines.

All application forms for CETA are screened manually to ensure the individual has been unemployed for sufficient duration and has a personal or family income at or below the poverty level required for CETA participants. GETC then performs random computer checks on these applicants and runs checks on all applicants in a specific program if questions arise concerning that program. The system also has an automatic computer print-out whenever there is a misuse or a duplicate use of a social security number. In addition, the Employment Security Division performs a cross-check of computer files to ensure that no CETA participant is simultaneously drawing unemployment insurance.

By April 1, 1979, MIS will be expanded to include a comprehensive eligibility document on each participant, which will allow for a computer check on each to ensure CETA eligibility. In addition to taking into ac-

count family size, current income and/or length of time unemployed, this check will also keep a record of the length of time each individual spends in any CETA program.

Audits

Each year, GETC contracts with an independent firm to perform an audit of all contracts between GETC and other agencies involved with the delivery of CETA programs in Montana. The bidding and the selection of the firm are done by the Legislative Auditor's Office. These audits have been performed since fiscal year 1975; GETC is currently beginning the audit of FY 1978 programs. The final audit reports are submitted to the Legislative Audit Committee and to the Denver Regional Office of the U.S. Department of Labor.

In the four years of CETA operation in Montana, the last three of which have been audited extensively, no cases of fraud have been discovered. In the last completed audit, that of FY 1977, a total of 1.2% of all money spent was termed 'questionable,' which was attributable to discrepancies in systems of accounting used by the various subcontractors. No money was found to have been used for personal gain.

Fiscal Year 1977 Computer Follow-up

A follow-up computer run was made six months after the conclusion of federal fiscal year 1977. The purpose of this was to determine how many people who participated in CETA Classroom Training (CRT) and On-the-Job Training (OJT) during FY 1977 were employed six months after their training. The placement rates indicate that 40% and 60% of the participants in CRT and OJT, respectively, found employment immediately upon completion of their training. The follow-up check after six months, however, gave significantly higher levels of 67% and 93%, respectively. Thus, these programs were more successful than the initial placement rates indicate.

While this computerized follow-up system is still in the preliminary stages, it does indicate that a significant number of people who aren't placed immediately after training do manage to find work in the months following. This is significant in that when these people entered the program many were considered virtually unemployable. From this survey, however, we were able to determine that not only did the participants develop the skills necessary for a specific job, they also were able to develop the ability to look for and to find work on their own.



Staff Reorganization

Following a survey of GETC personnel, a decision was made to revamp the office organizational structure in order to increase effectiveness and efficiency in administering CETA in Montana. In the past there were two major units: Planning and Operations. This division was removed, however, and specific bureaus were formed, each dealing with a particular office function or set of programs. The current structure became effective October 1, 1979. It includes both an executive and deputy director, under whom are five bureaus: Job Training Programs, Public Service Employment Programs, Youth Employment Programs, Management Information System and Fiscal. Each of the three programmatic bureaus handles planning, monitoring and evaluation for its specific programs; MIS and Fiscal provide services to all the bureaus.

Public Forums

FY 1978 saw the first of a series of CETA training sessions/public forums. These two-day sessions, to be held at various locations throughout Montana, are designed to keep local Job Service staff up-to-date on CETA regulations, policies and trends, as well as to provide general background information on CETA to the interested public.

The first day of each meeting involves an intensive, day-long information workshop for local Job Service personnel involved with CETA. On the morning of the second day, a public forum is held, giving an overview of CETA programs in Montana. Following this presentation, GETC and Employment Service staff entertain questions from the audience.

Two very successful training sessions/public forums were held last year, one in Kalispell in September, followed by another in Billings in November. Several more are scheduled for FY 1979.



Area Boards

Directing CETA resources to meet specific community needs, through local planning and evaluation, was a major thrust of GETC during FY 1978. One focus of this effort was GETC's increased commitment to Montana's seven Area Employment and Training Advisory Boards. In addition to representing local concerns in the GETC planning process, Area Boards reviewed Public Service Employment and YCCIP projects and participated in on-site evaluations.

The culmination of GETC's efforts to involve Area Boards in CETA planning came last fall, with an in-depth three-day workshop. Information sessions for the members were put on by the GETC and program operator staffs, and several meetings were devoted to formulating goals and directions for Area Boards in FY 1979.

Recommendations

CETA is the centerpiece of our efforts to reach full employment with the aid of large-scale federal jobs and training programs... The magnitude of these programs comes close to rivaling that of the New Deal.

*--Secretary of Labor Ray Marshall
Statement on CETA reauthorization
February 22, 1978*

The Comprehensive Employment and Training Act was passed in 1973 in an attempt to incorporate the myriad federal employment and training programs under one piece of legislation. The result is a comprehensive, coordinated system designed to meet a variety of unemployment problems. The Act in many respects serves as a broad framework within which the prime sponsors work, rather than as a rigid structure defining every step.

Developing programs and policies relevant to Montana's particular needs is the goal of the Governor's Employment and Training Council. The success of CETA in Montana depends in a large part on designing programs that build on what is already here, that enhance the existing economy and culture. This presents many challenges in a

state as large and diverse as Montana. The bulk of the state is rural, while CETA programs are generally geared toward unemployment in cities and large towns. It is difficult to effectively serve a rural population thinly spread over this large area. Nonetheless, methods must be found to serve these people through employment and training programs with a rural emphasis, particularly in agriculture and related fields.

Much of Montana's history has been characterized by a relatively unstable economy. While there are disagreements as to the cause, many economists and historians attribute much of this instability to the extractive nature of Montana's primary industries, such as mining and timber, and to the fact that much of the capital for these industries comes from sources outside Montana. Many of the



jobs created do go to Montanans, but out-of-state interests often extract the resources and reap the profits from them. As the historian Joseph Kinsey Howard says in Montana -- High, Wide and Handsome:



Montana has experienced most of the stages between the frontier and the machine-age economy -- the eras of self-contained industry, small farms, speculative land booms -- like any other section, but faster. The speed of Montana's transition and the instability of its economic life have had important social consequences; more important, and a factor in this speed, is the combination of circumstance and destiny that made the territory a subject state of the east.

Economic trends over the last several decades reveal a stable level of jobs available in Montana's primary industries and a substantial increase in the number of jobs available in secondary industries. While this might be troublesome for continued population growth and rapid economic development, it could also indicate a general maturing of the economy. Among these secondary industries, more locally-owned businesses are developing, businesses that are more likely than major out-of-state industries to build on and enhance the existing economy and culture of Montana, to undertake economic development consistent with existing environmental and social quality.

If CETA is to do its part to increase economic stability while creating new employment opportunities, programs must be designed to meet local unemployment problems without undermining the economic character of the area. Such an approach calls for increased emphasis on locally-based planning, in conjunction with both primary and secondary industries, where appropriate.

As stated above, Montana can better design programs to meet its particular needs than can the federal government. Similarly, in a state this large and diverse, local communities can often better design programs to meet their particular needs than can state government. GETC



should continue to coordinate planning and to design statewide programs, but it should also encourage and offer technical assistance to locally-based planning efforts. One means of accomplishing this would be to enhance the Area Board system through coordination with local private nonprofit and community development corporations. With technical assistance from GETC, such organizations could help CETA in Montana meet the particular needs of their communities, while preserving the existing culture and economy.

The Services Committee of the Governor's Employment and Training Council has formulated the following policy recommendations concerning CETA programs in Montana during fiscal year 1979. These recommendations are a major focal point of GETC's efforts to direct CETA resources toward meeting Montana's particular employment and training needs.

Services Committee Recommendations

1. Programs should be designed to meet employment and training needs particular to Montana.
 - a. Priority in any economic endeavor should be given to programs consistent with the emphasis Montanans place on the environmental and social quality of life in the state.
 - b. Every attempt should be made to encourage more even distribution of economic activity, particularly to rural areas.
 - c. GETC should research methods of expanding use of CETA resources in agriculture and related fields.
2. Consistent with the intent of the law, GETC, in concert with related agencies, should increase emphasis given to community-based planning and job development.
 - a. GETC should build on the existing Area Board system, toward the establishment of a community-based planning process to identify the major social and physical needs of the community and to design and implement employment and training programs that will directly address those needs.
 - b. GETC should explore the feasibility of creating employment opportunities through community development corporations. This might include small-scale experimental projects.
 - c. GETC should continue and improve coordination with other agencies and funding sources in providing financial and technical assistance to community-based economic development efforts.
3. Consistent with the intent of the law, GETC in concert with other agencies involved with the delivery of CETA programs in Montana, should, to the extent possible, utilize the wide variety of CETA resources to provide programs that incorporate the following:

- a. continuing the emphasis on employment and training programs that meet the particular needs of eligible individuals, rather than trying to fit participants into available positions.
 - b. developing employment and training programs that maximize realization of the potentials and capabilities of individual participants.
 - c. developing employment and training programs in career fields with upward mobility, both in wage earning and personal betterment.
- 4. GETC should continue directing CETA resources to increase the opportunities for upward mobility of population groups that have been traditionally discriminated against in employment.
 - a. Every effort should be made to develop nontraditional employment and training opportunities for women and, where applicable, for men.
 - b. To the extent possible under federal law, training and placement in low-wage occupations should be avoided.
 - c. Equal employment opportunity provisions of GETC subgrants should be rigorously enforced. This could entail more extensive follow-up to compliance reviews.
- 5. CETA resources should be directed toward programs that involve the creation of new, self-sustaining jobs. Where possible, these jobs should satisfy the criteria outlined in recommendation 3, a-c, and should be labor intensive to maximize the effect on unemployment.

Concerning recommendations in specific program areas:

- 6. GETC should work to increase use of the Adult Basic Education Opportunity Grants and to effect more standard requirements for Adult Basic Education courses across the state. This would facilitate more consistent monitoring of CETA Adult Basic Education programs in Montana.

7. GETC should expand the involvement of local school districts across the state, particularly in rural areas, by obtaining Local Education Agreements. The new Field Learning Program will involve school districts in major population centers in the state. Further involvement by school districts would help in reaching the goal of giving academic credit statewide to eligible CETA youth for participation in sound educational work experience programs under CETA.
8. GETC should strengthen guidelines for creation of Public Service Employment jobs and selection of employers for these jobs. These guidelines should include geographic equity; equitable distribution of PSE jobs and projects among various types of organizations; placement rate; potential for creating new jobs; and national, state and local priorities such as rural transportation and health, weatherization, energy conservation, and use of renewable resources and alternative energy.



Directions

In the closing days of the 1978 legislative session, Congress passed a revised version of the Comprehensive Employment and Training Act of 1973, reauthorizing CETA through 1982. This action represented a renewed commitment on the part of the legislature and the Carter administration to reduce unemployment through federal employment and training programs.

One of the most significant additions to the new CETA legislation is a section entitled Private Sector Opportunities for the Economically Disadvantaged. Throughout the new law there is increased emphasis on private sector programs and employment. This has a two-fold purpose: to increase the impact of CETA as an economic stimulus for private business, and to generate increased opportunity for CETA participants to obtain permanent, unsubsidized employment upon completion of their training.

The new law also reflects an increased emphasis on training, directing its resources toward improving a person's long-term employment opportunities as opposed to offering short-term jobs that have little or no impact on career development.

A certain amount of reorganization took place in the CETA reauthorization of 1978. Montana CETA programs were operated during fiscal year 1978 under the original structure and thus are described according to it in this publication. FY 1979 programs will be operated under the revised organizational structure. The descriptions here are abbreviated, concentrating on programs administered in Montana through the Governor's Employment and Training Council.

	<u>OLD STRUCTURE</u>	<u>NEW STRUCTURE</u>
Title I	Job Training Programs	Administrative Provisions
Title II	Public Service Employment	Job Training Programs (II D contains some PSE)
Title III	Youth Programs	Special Federal Responsibilities
Title IV	Job Corps	Youth Programs
Title V	National Commission on Employment Policy	No change
Title VI	Public Service Employment	No change
Title VII	General Provisions	Private Sector Programs
Title VIII	Young Adult Conservation Corps	No change

Tighter controls on budgets and participant eligibility will help administrators ensure that CETA is doing the job it was created to do -- give people the skills and experience necessary to find permanent, meaningful work.

The strength of CETA lies in the flexibility of its vast resources. Programs can be designed to meet a variety of unemployment problems in countless different situations. But CETA itself must not be taken out of context -- it is only part of a major economic stimulus package aimed at reducing both unemployment and inflation. These two goals are not inconsistent in the least, as some might maintain.

Among the biggest contributors to inflation today is the cost to government of unemployment compensation and welfare. If we were to have full employment, the inflationary pressures caused by these nonproductive expenditures would be greatly relieved.

The focus of CETA, nationally and statewide, is people. Everyone benefits from reduced unemployment, but what is perhaps more important than this universal benefit is found on a more personal level, by helping the individual obtain the confidence to overcome the barriers and to make a contribution through productive, personally fulfilling work.



